Office of the Chief Electoral Officer

Performance Report

For the period ending March 31, 2010

Marc Mayrand
Chief Electoral Officer of Canada

The Honourable John Baird, PC, MP
Leader of the Government in the House of Commons

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Chief Electoral Officer's Message

In 2009–2010, Elections Canada had three areas of focus for its activities: election readiness, longer-term improvements and internal management development.

Election Readiness

Again in this reporting period, we continued to operate in the environment of a minority government. The immediate priority was to return to a full state of readiness and be prepared to conduct a general election. We succeeded in achieving readiness by the target date of September 1, 2009.

On February 2, 2010, the Chief Electoral Officer adopted an updated version of the *Regulation Adapting the Canada Elections Act for the Purposes of a Referendum*. This update integrates the extensive amendments made to the *Canada Elections Act* since 2001. This represents an important step toward eventually facilitating our work when we are able to focus some resources on referendum readiness. In the current minority government environment, however, this is a lower priority.

The agency also conducted four by-elections on November 9, 2009. These proceeded smoothly, despite the H1N1 flu outbreak, and provided an opportunity to introduce a number of measures aimed at improving the administration of electoral events and services to electors.

Longer-Term Improvements

During the year, the agency continued to make progress on its *Strategic Plan 2008–2013*. We continued work on the on-line registration project and began engaging our stakeholders. The agency also made progress on Internet voting by hosting a workshop at Carleton University to explore considerations and lessons learned for Canada. The workshop examined Internet voting trials that have taken place at the municipal level in Canada and in European jurisdictions.

However, as we design new approaches to improving services to Canadians, we need to exercise vigilance with regard to the quality of our existing services and ensure that they are not taken for granted. In February 2010, the Canadian Human Rights Tribunal ruled against Elections Canada in a complaint brought by an elector with limited mobility. This decision acted as a reminder of the importance of maintaining basic services such as physical access to polling sites. We are complying with the Tribunal's orders.

On June 7, 2010, my report *Responding to Changing Needs: Recommendations from the Chief Electoral Officer of Canada Following the 40th General Election* was submitted to the Speaker of the House of Commons. The report provides a series of recommendations that deal with such issues as achieving a more adaptable and effective electoral process, preserving trust, increasing accessibility, maintaining the integrity of the system and reducing the regulatory burden. Some of the legislative changes being sought are necessary to implement the long-term direction set out in our strategic plan, particularly as it relates to providing Canadians with electronic electoral services. The report draws on Elections Canada's experiences during the January 2006 and October 2008 general elections.

Internal Management Development

In 2009–2010, Elections Canada completed an extensive A-base review to assess whether we had the financial and human resources needed to deliver on our mandate over the next five-year period. The resulting report identifies a number of resource gaps and includes recommendations to improve the agency's organizational performance. In the short term, we are adjusting our programs and reallocating resources.

In the past fiscal year, the agency pursued its Information Technology Renewal Project. We renewed core technologies such as servers, data storage and databases, and made significant progress on the relocation of our existing data centre. We also continued the work required to migrate field applications to a Web-based platform and centralize elector data, both of which are key components of our on-line services strategy.

Finally, in 2009–2010, Elections Canada began the process of reviewing our Program Activity Architecture – the basis on which we report on our plans and performance – to better reflect the results we deliver to Canadians. We plan to introduce our new reporting structure in our *Report on Plans and Priorities* for the 2011–2012 fiscal year.

Marc Mayrand
Chief Electoral Officer of Canada

Section I – Agency Overview

Raison d'être

The Office of the Chief Electoral Officer, commonly known as Elections Canada, is an independent, non-partisan agency that reports directly to Parliament. Its mandate is to:

- be prepared at all times to conduct a federal general election, by-election or referendum
- administer the political financing provisions of the *Canada Elections Act*
- monitor compliance and enforce electoral legislation
- conduct voter education and information programs
- provide support to the independent commissions in charge of adjusting the boundaries of federal electoral districts following each decennial census
- carry out studies on alternative voting methods and, with the approval of Parliament, test electronic voting processes for future use during electoral events

Responsibilities

In fulfillment of this mandate, Elections Canada appoints 308 returning officers and retains the services of 30 field liaison officers across Canada. It provides training and support to these election officers, as well as to 308 assistant returning officers and more than 120 additional assistant returning officers.

The agency maintains the National Register of Electors as well as the electoral geography information that provides the basis for preparing maps and other geographic products used during electoral events.

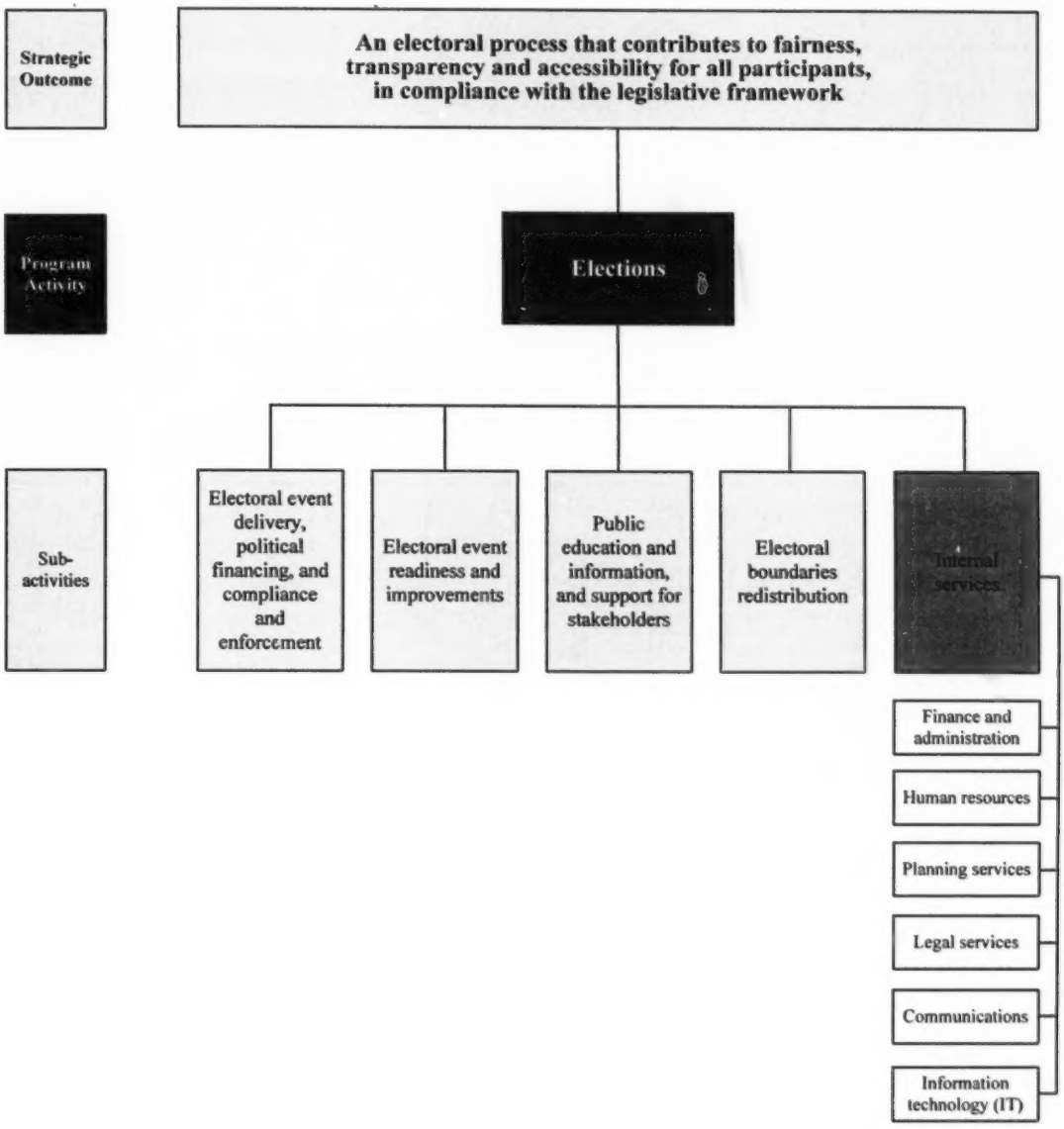
Elections Canada also:

- registers political entities, including political parties, electoral district associations, candidates, leadership contestants, third parties that engage in election advertising and referendum committees
- administers the allowances, reimbursements and subsidies paid to eligible candidates, registered political parties and auditors
- monitors compliance with the *Canada Elections Act*
- discloses information on registered parties and electoral district associations, nomination contestants and leadership contestants of registered parties, candidates, third parties and referendum committees, including their financial returns

In addition, the agency recommends to Parliament amendments for the better administration of the *Canada Elections Act*. It does this through the statutory reports of the Chief Electoral Officer after electoral events as well as through the provision of expert advice when Parliament studies electoral reform.

Strategic Outcome and Program Activity Architecture

Elections Canada has a single strategic outcome, supported by the following Program Activity Architecture (PAA):


Strategic Outcome
An electoral process that contributes to fairness, transparency and accessibility for all participants, in compliance with the legislative framework
Program Activity
Elections
Sub-activities
Electoral event delivery, political financing, and compliance and enforcement
Electoral event readiness and improvements
Public education and information, and support for stakeholders
Electoral boundaries redistribution
Internal services
Finance and administration
Human resources
Planning services
Legal services
Communications
Information technology (IT)

Note: Our PAA remains unchanged for 2009–2010. However, we are presenting financial and human resources for internal services as a program to reflect what has been presented in the Main Estimates.

Summary of Performance

2009–2010 Financial Resources ($ thousands)

Planned Spending	Total Authorities	Actual Spending
119,635	141,902	137,762

2009–2010 Human Resources – Full-Time Equivalents (FTEs)

Planned	Actual	Difference*
394	497	103

*Actual FTEs include temporary resources to maintain election readiness. Please note that planned FTEs did not include the provision of temporary resources.

Financial Resources by Key Program

The following chart summarizes Elections Canada's key programs (mandated priorities and internal services), which complement our single strategic outcome.

Strategic Outcome: An electoral process that contributes to fairness, transparency and accessibility for all participants, in compliance with the legislative framework

Mandated Priority (Key Program)	2008–2009	2009–2010			
	Actual Spending ($ thousands)	Main Estimates ($ thousands)	Planned Spending ($ thousands)	Total Authorities ($ thousands)	Actual Spending ($ thousands)
Key Program 1 Electoral event delivery, political financing, and compliance and enforcement	270,314	39,876	39,876	44,471	43,672
Key Program 2 Electoral event readiness and improvements	78,007	43,906	43,906	48,341	46,882
Key Program 3 Public education and information, and support for stakeholders	6,843	10,628	10,628	6,012	5,670
Key Program 4 Electoral boundaries redistribution	-	-	-	91	91
Internal services[1]	-	25,225	25,225	42,987	41,447
Total	**355,164**	**119,635**	**119,635**	**141,902**	**137,762**

[1] As of the 2009–2010 Estimates cycle, the resources for internal services are displayed separately from other programs; they are no longer distributed among the remaining programs, as was the case in previous Main Estimates. This has affected the comparability of spending and FTE information by program between fiscal years.

Contribution of Priorities to the Strategic Outcome

Operational Priority	Type	Assessment of Progress Toward Priority
1. Maintain a state of readiness to deliver electoral events	Ongoing	Elections Canada completed preparations to achieve a full state of readiness by the target date of September 1, 2009. The agency also developed contingency plans for the possibility that an election would be called before readiness activities had been completed. In view of the H1N1 flu outbreak in fall 2009, Elections Canada developed an agency-wide pandemic plan. (See page 17 for more details.)
2. Implement a registration process that allows electors to register in person, by mail, telephone or Internet anytime and anywhere[2]	Previously committed to	Elections Canada continued work on the on-line registration project initiated during the previous fiscal year. The target date for having the service operational is now October 2011. Some of the proposed functionalities require legislative amendments before they can be fully implemented. The full range of on-line registration services may therefore be available only at a later date. (See page 18 for more details.)
3. Deepen our knowledge of youth engagement and pursue a comprehensive analysis of current information and programs	Previously committed to	To address issues such as barriers to youth voting, the agency undertook research and participated with key stakeholders in a number of initiatives directly targeting youth. We also worked with governmental and non-governmental partners in the areas of civic and democratic engagement and youth involvement. (See page 23 for more details.)
4. Complete the modernization of Special Voting Rules (SVR) information management	Previously committed to	The agency continued to advance its SVR System (SVRS) Redevelopment Project, and Phase 1 was implemented in June 2009. The SVRS will be fully operational in March 2011 and will be used in subsequent electoral events. (See page 19 for more details.)
5. Expand training programs and tools for political entities and Elections Canada employees	Ongoing	Elections Canada has completed the first module of an on-line tutorial for official agents and financial agents. This delivers training to widely dispersed clients who would otherwise not have access to it. (See page 14 for more details.)

[2] This initiative was identified as a key strategy in our *Strategic Plan 2008–2013*.

Management Priority	Type	Assessment of Progress Toward Priority
1. Upgrade our information technology (IT) and field systems	Previously committed to	Elections Canada continued with the multi-year renewal of its IT environment. In 2009–2010, it moved 95% of its IT systems from its own premises to a more modern facility. The move ensures a robust, expandable and secure data centre. The renewal of core technologies has improved the performance of business systems. (See page 26 for more details.)
2. Establish a corporate learning function at Elections Canada	New	Under its new Human Resources Strategy, the agency began implementing a corporate learning function to provide enhanced training opportunities for Elections Canada managers and staff. Starting in January 2009, an orientation program was also initiated for new employees. Elections Canada launched its Leadership Assignment Program to ensure adequate succession for senior management positions. (See page 26 for more details.)
3. A-base review	New	Elections Canada completed an internal review to assess whether it had the necessary financial and human resources to deliver on its mandate over the next five years. The review confirmed the existence of funding gaps in some areas and made recommendations for addressing them. (See page 27 for more details.)

Operating Environment and Risk Analysis

Elections Canada's 2009–2010 *Report on Plans and Priorities* identified five main risks:

- a short and uncertain business cycle in a context of minority governments, with the resultant organizational strain arising from maintaining a constant state of heightened readiness
- the complexity of the statutory regime governing the activities of political parties
- the possibility of a federal referendum
- human resources challenges
- an aging IT infrastructure

Following is a brief overview of how these risks materialized in 2009–2010, how the agency managed them and what the implications are for its performance.

Short and uncertain business cycle – The length of Elections Canada's business cycle remained unpredictable in 2009–2010. To deal with this uncertainty, the agency has refined its internal readiness process so that many preparation activities can be performed when an electoral event becomes imminent.

Our current operational context, however, impedes the pace at which we can pursue longer-term objectives. In 2010–2011, we will review our strategic plan, assess the progress made to date and determine whether adjustments are required.

Complexity of the statutory regime governing political parties – Political entities often lack capacity to implement the complex set of rules now governing their activities. Consequently, they rely more heavily on guidance from Elections Canada. This situation reinforces the importance of ongoing communications with our stakeholders. In 2009–2010, the agency began an exercise to rationalize its regulatory tools and products. Under this initiative, we reviewed all of our correspondence templates to make communications more effective. We also made changes to the Elections Canada Web site so that visitors could more easily find information about political financing.

Possibility of a referendum – While Elections Canada has no capacity at this time to devote to referendum readiness, the Chief Electoral Officer adopted an updated version of the *Regulation Adapting the Canada Elections Act for the Purposes of a Referendum* on February 2, 2010. This update ensures that the regulation reflects amendments made to the *Canada Elections Act* since 2001, thereby greatly facilitating agency preparations when they are to be initiated. The House of Commons Standing Committee on Procedure and House Affairs discussed the new regulation with the Chief Electoral Officer and has begun a review of the current *Referendum Act*.

Human resources challenges – Successive minority governments and legislative reforms have placed considerable pressure on our staff. In response, in fall 2009, we unveiled a comprehensive Human Resources Strategy for the period up to 2013. It sets out our commitment to invest in our employees, give them the learning and development opportunities they need to grow professionally and ensure that they can meet the current and future needs of electors and political entities. We will assess the impact of our Human Resources Strategy starting in 2010–2011.

Aging IT infrastructure – Elections Canada has been undertaking a multi-year initiative to renew its IT infrastructure, which has reached the end of its lifespan and cannot meet new requirements, such as providing electronic services to voters. In 2009–2010, the agency moved 95 percent of its IT systems from its own premises to a data centre provided by Public Works and Government Services Canada. This was required to ensure that we could rely on a robust, expandable and secure facility, one that is able to meet future requirements. The previous data centre had reached capacity and had experienced several issues related to inadequate facilities. The agency continues to migrate aging field applications to a Web platform, which will use and leverage modern, standardized technologies.

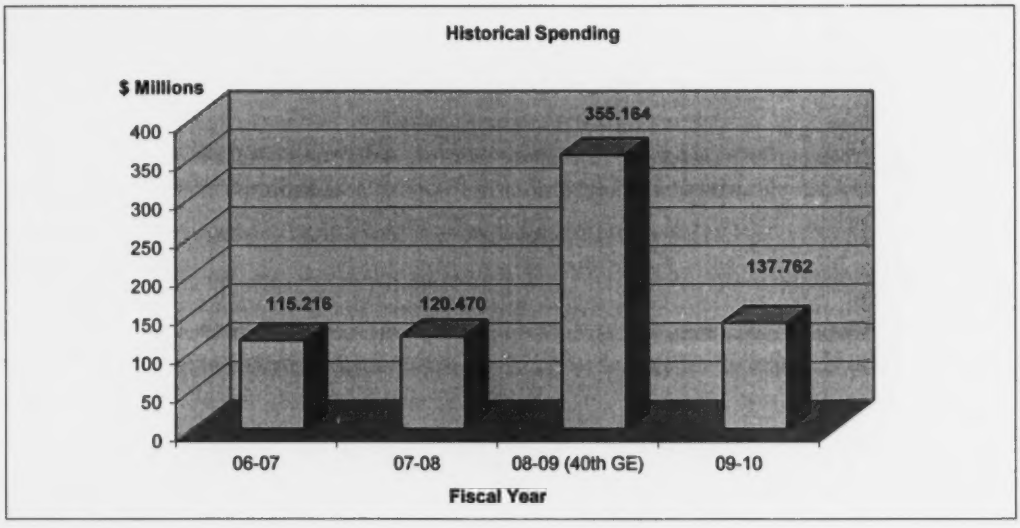
One further challenge not mentioned in the 2009–2010 *Report on Plans and Priorities* emerged during the reporting period.

Tribunal decision on accessibility – On February 12, 2010, the Canadian Human Rights Tribunal issued its ruling in the case of *James Peter Hughes v. Elections Canada*. The Tribunal ruled that Elections Canada failed to provide level access to a polling station in the electoral district of Toronto Centre during the March 2008 by-election as well as in the October 2008 general election. The Tribunal's decision requires the agency to implement remedial actions. These have been integrated into our strategic accessibility agenda and will be implemented during 2010–2011.

Expenditure Profile

The Office of the Chief Electoral Officer is funded by an annual appropriation that provides for the salaries of permanent full-time staff and by the statutory authorities contained in the *Canada Elections Act,* the *Referendum Act* and the *Electoral Boundaries Readjustment Act.* The statutory authorities provide for all other expenditures, including the costs of electoral events, reimbursements of election expenses to eligible candidates and parties, quarterly allowances for eligible political parties, redistribution of electoral boundaries and expenses incurred by the Commissioner of Canada Elections, or on behalf of the Commissioner, in connection with the enforcement of the legislation. There are two further statutory items: the salary of the Chief Electoral Officer and contributions to employee benefit plans.

Spending Trend



Total spending in fiscal year 2008–2009 was $218 million higher than in 2009–2010 because a general election occurred during that fiscal year. The expenses of a general election include the salaries of election personnel, office rental and equipment, and printing of election materials for 308 electoral districts; the rental of 65,000 polling stations across Canada; and the reimbursement of election expenses to political parties and candidates.

Voted and Statutory Items

($ thousands)

Vote # or Statutory Item (S)	Truncated Vote or Statutory Wording	2007–2008 Actual Spending	2008–2009 Actual Spending	2009–2010 Main Estimates	2009–2010 Total Authorities	2009–2010 Actual Spending
15	Program expenditures	20,627	23,738	27,397	30,886	26,746
S	Expenses of elections	95,167	325,345	87,316	104,523	104,523
S	Salary of Chief Electoral Officer	253	265	265	299	299
S	Contributions to employee benefit plans	4,693	5,816	4,657	6,194	6,194
Total		**120,740**	**355,164**	**119,635**	**141,902**	**137,762**

Section II – Analysis of Program Activities in Support of the Strategic Outcome

Introduction

Elections Canada operates under a Program Activity Architecture (PAA) that contains one main strategic outcome:

> ***An electoral process that contributes to fairness, transparency and accessibility for all participants, in compliance with the legislative framework***

The PAA contains one program activity: Elections. Within this activity, Elections Canada is committed to providing four key programs that are beneficial to Canadians:

- delivering federal elections, by-elections and referendums that maintain the integrity of the electoral process and administering the political financing provisions of the *Canada Elections Act*
- achieving and maintaining a state of readiness to deliver electoral events whenever they may be called and improving the delivery of electoral events
- providing timely and high-quality public education and information programs, as well as assurance that support on electoral matters is available to the public, parliamentarians, political entities and other stakeholders
- administering the *Electoral Boundaries Readjustment Act*, under which readjustment of federal electoral boundaries is carried out by independent commissions after each decennial (10-year) census to reflect changes and movements in Canada's population

The initiatives planned to improve our internal services and operations were described in the 2009–2010 *Report on Plans and Priorities*, under Corporate Services.

The current PAA structure does not allow the agency to report its performance at the program activity level, as required by the Treasury Board of Canada. We are therefore reporting our performance over the past fiscal year at the level of sub-activities, known at Elections Canada as *key programs*. We have undertaken a review of our PAA that, if approved, will be used in our 2011–2012 *Report on Plans and Priorities*.

Key Program 1: Electoral Event Delivery, Political Financing, and Compliance and Enforcement

Key Program Summary

This key program includes delivering federal elections, by-elections and referendums as they are required. It also includes administering the provisions of the *Canada Elections Act* related to political financing. This involves maintaining a registry of political entities and third parties, reviewing financial returns to verify compliance with the statutory provisions, determining the reimbursement or subsidy amount to be paid to a political entity and/or its auditor, publishing financial returns, assisting political entities with compliance through filing extensions and return amendments, and maintaining a state of readiness for future electoral events.

Finally, this key program requires Elections Canada to deal with complaints and referrals concerning contraventions of the *Canada Elections Act* and to address alleged violations.

2009–2010 Financial Resources ($ thousands)			2009–2010 Human Resources (FTEs)		
Planned Spending	**Total Authorities**	**Actual Spending**	**Planned**	**Actual**	**Difference***
39,876	44,471	43,672	61	80	19

*Actual FTEs include temporary resources to maintain election readiness. Please note that planned FTEs did not include the provision of temporary resources.

Expected Results: Delivery of high-quality elections, by-elections and referendums	
Performance Indicator	**Results Achieved**
Level of trust of electors in the administration of the electoral process, the list of electors, the voting process and electoral results	Elections Canada surveyed electors in the four ridings where by-elections were held on November 9, 2009. According to the survey, fully 83% of respondents thought that Elections Canada had run the by-elections fairly, with over half (52%) saying very fairly.
Satisfaction of stakeholders (voters, political entities, election workers) with electoral products and services	According to our survey of electors after the November 9, 2009, by-elections: • A full 98% were satisfied with the services provided by Elections Canada staff when they voted (86% were very satisfied). • Almost all eligible voters (97%) claimed that they were aware of the by-election that took place in their riding. • A large majority (92%) said they recalled receiving the voter information card (VIC), which told them where and when to vote. • In terms of accessibility, almost all respondents said that casting their vote was very easy (84%) or somewhat easy (13%).

Expected Result: Fair, efficient and transparent administration of the political financing provisions	
Performance Indicator	**Results Achieved**
Level of trust of Canadians and political entities in the administration of the political financing regime	Not measured in 2009–2010.
Financial agents and official agents of political entities satisfied with the political financing support, services and products received from Elections Canada	Training sessions were offered to financial agents of electoral district associations in major centres across Canada. Fully 99% of participants confirmed that the training sessions met their objectives; 87% of participants also indicated that they were satisfied with the support they receive from Elections Canada.
Public funding payments that comply with statutory requirements and time frames	During the 2009–2010 fiscal year, a total of $84,373,521 was disbursed to various political entities in reimbursement of expenses, as quarterly allowances and as audit subsidies for auditors of candidates and electoral district associations, in accordance with the *Canada Elections Act*.
Financial reports of political entities are published in a timely manner	Financial reports were published in a timely manner.

Expected Results: – Effective compliance and enforcement programs – Electoral events carried out in accordance with legal requirements	
Performance Indicator	**Results Achieved**
Extent to which the work of the Commissioner of Canada Elections identifies and responds to incidents or patterns of non-compliance	There were 188 open files at the beginning of 2009–2010, and another 258 files were opened during the year. Two cases were referred to the Office of the Director of Public Prosecutions; of these, one prosecution was initiated. At the end of March 2010, 208 files remained open.

Benefits for Canadians

This key program provides Canadians with an electoral process that is democratic, fair and in compliance with the *Canada Elections Act*. During the reporting period, the program achieved its outcome by successfully delivering by-elections in four electoral districts on November 9, 2009. For these electoral events, the agency developed and implemented a plan to deal with the public health threat posed by the H1N1 flu outbreak. It also introduced a number of measures for improving the administration of electoral events and services.

The agency began providing on-line training for political entities so that they are better able to comply with the new regulatory framework. It also began creating a new registration system for political entities. In addition, it strengthened its capacity to investigate complaints and reported instances of non-compliance.

Performance Analysis

Delivery of electoral events – On November 9, 2009, Elections Canada administered by-elections in four electoral districts: Cumberland–Colchester–Musquodoboit Valley (Nova Scotia), Hochelaga (Quebec), Montmagny–L'Islet–Kamouraska–Rivière-du-Loup (Quebec) and New Westminster–Coquitlam (British Columbia).

The by-elections took place during the H1N1 flu alert. As a result, the agency took a number of precautions to protect the health of electors and election workers. Overall results were positive.

The by-elections saw a number of innovations:

- We instituted a new strategy of using cell phones in local Elections Canada offices for the first 10 days of the election while land lines were being installed. Overall, this system worked well, and it may be applied on a larger scale during a general election because it allowed electors and candidates to contact their returning officer as soon as the writs were issued. It also largely eliminated the need to pay a monthly fee to telephone companies between elections to reserve telephone lines for potential local offices.
- We reviewed the number and distribution of advance polling stations, especially in rural areas, with a view to bringing voting services closer to electors. As a result, we created 183 new advance polling districts in rural areas; this brought the total of advance polling districts to 1,831, an increase of 11.1 percent.
- We held sessions in the regions for all training officers to improve the training of election officers and ensure a higher consistency of services to electors. These sessions adopted a new instructional approach that focused on what election officers need to know to perform their work instead of focusing on the exceptions. As a result of these initiatives, we have changed some of our instructional tools and created new ones.

On-line tutorials – The agency has begun preparing on-line tutorials for official agents of candidates and financial agents of electoral district associations. A first module, "Understanding Fundraising and Contributions," was developed during the reporting period and released in April 2010. Two other modules will be completed by fall 2010.

Expanding the type of training programs and tools available to political entities will make materials more readily available to individuals who cannot attend training sessions. Wider access to training will lead to more efficient and effective administration of the political financing provisions of the *Canada Elections Act.*

Political Entities Registration System (PERS) – During the reporting period, the agency began developing a new registration system for political entities; it will increase the efficiency of the process, improve the accuracy of registration and financial data, and ensure better information management and reporting. The system is expected to be fully implemented by fall 2011.

Compliance and enforcement – The Office of the Commissioner of Canada Elections strengthened its capacity to investigate political financing files and respond to complaints. It further reduced its reliance on contracted investigative services by hiring permanent investigators to its staff, and it is developing expertise to manage evidence electronically, as is becoming standard practice in enforcement organizations.

Lessons Learned

Delivery of electoral events – During the November 9, 2009, by-elections, the agency adopted a new model for providing telephone services in local Elections Canada offices. The experience demonstrated the need for minor adjustments before services are deployed nationwide for a general election. In light of consultations with a group of returning officers, the agency has made changes to the deployment directives for telephone services in local offices for future electoral events.

On-line tutorials – Elections Canada initially outsourced the production of its on-line tutorials but soon recognized the advantages of using in-house personnel to do this work. The result was a higher-quality product at a lower cost.

Key Program 2: Electoral Event Readiness and Improvements

Key Program Summary

This key program includes keeping electoral processes, systems, databases and materials up to date and training staff and election officers to be ready for any electoral event. One ongoing task for Elections Canada in this area is regularly updating the National Register of Electors from the most current data sources. This key program also includes improving electoral events in response to stakeholders' concerns – for example, by implementing new legislation and new registration and voting methods.

2009–2010 Financial Resources ($ thousands)			2009–2010 Human Resources (FTEs)		
Planned Spending	Total Authorities	Actual Spending	Planned	Actual	Difference*
43,906	48,341	46,882	206	254	48

*Actual FTEs include temporary resources to maintain election readiness. Please note that planned FTEs did not include the provision of temporary resources.

Expected Results:

- State of readiness achieved and maintained to deliver electoral events whenever they may be called
- Improved delivery of electoral events in response to stakeholders' concerns and expectations

Performance Indicator	Results Achieved
Level of agency preparation at various readiness dates	• Elections Canada returned to a full state of readiness, as planned, on September 1, 2009. • We developed an agency-wide plan for dealing with a pandemic during an electoral event. The aim was to maintain acceptable service levels while minimizing the health risks to employees and the voting public.
Extent to which the agency mitigates the risks of a general election called before a predetermined readiness date (e.g. contingency plans are in place for all key services)	• The agency developed contingency plans for key areas of activity to ensure preparedness if an election was called before the return-to-readiness date of September 1, 2009.
Timely and effective implementation of changes to the electoral process	• Not applicable in 2009–2010. The electoral process was unchanged for the reporting period.

Benefits for Canadians

This program provides Canadians with the ability to exercise their democratic right to vote using modern, fair and accessible means. In 2009–2010, the program achieved its outcome by returning Elections Canada to a full state of readiness and by preparing and conducting four by-elections. The agency also developed a plan for dealing with a serious public health threat during an electoral event; the aim was to maintain service levels while minimizing the risks to election workers and the public.

A contingency plan developed by the agency ensured preparedness if an election was called before the return-to-readiness date of September 1, 2009.

The agency made further progress with its on-line registration project. This will be implemented in a limited form and gradually extended and enhanced. However, implementing the full range of on-line registration services will require legislative changes. E-registration will make the electoral process more accessible for electors. It will also enable Elections Canada to provide higher-quality lists of electors to members of Parliament, political parties and candidates.

In the November 2009 by-elections, new measures improved the provision of advance voting services in rural electoral districts, thereby ensuring greater accessibility.

Work continued on the SVRS Redevelopment Project. The new, integrated system will be more reliable and efficient, and able to handle a higher volume of requests. The result will be improved services for electors who vote by special ballot.

Performance Analysis

Electoral Event Readiness

Our mandate requires Elections Canada to be ready to conduct an electoral event at all times. To fulfill this priority, after the October 2008 general election, the agency returned to a full state of readiness by September 1, 2009. Until full readiness was achieved, we ensured that the agency had adequate contingency plans in place should a general election occur before that date.

The H1N1 flu outbreak posed a threat to the November 9, 2009, by-elections. We therefore developed a plan that outlined the steps we would take if an outbreak occurred to allow operations to proceed, minimize potential service disruptions and reduce the health risks to election workers and the voting public. These steps helped foster a sense of trust and confidence among electors that Elections Canada takes public health seriously.

Electoral Event Improvements

New and pending legislation and judicial decisions – No legislation with an impact on the electoral process was adopted in the reporting period. Elections Canada monitored bills before Parliament and cases before the courts that had the potential to necessitate changes to the conduct of the electoral process.

As indicated earlier, Elections Canada was required to implement the February 12, 2010, decision of the Canadian Human Rights Tribunal in the case of *James Peter Hughes v. Elections Canada.* The measures provided for in the Tribunal's ruling will contribute to improving the accessibility of polling sites for all electors. For more details, see Judicial Decisions and Proceedings in Section III – Other Items of Interest.

Impact of recent changes to the electoral framework – In June 2009, the Chief Electoral Officer submitted his *Report on the Evaluations of the 40th General Election of October 14, 2008* to the House of Commons Standing Committee on Procedure and House Affairs. According to the report, the vast majority of electors (94 percent) found voting and voter identification in the October 2008 general election to be easy. However, the new voter identification requirements – especially the requirement to prove address – created some challenges, particularly for seniors in long-term care facilities, students away from home and Aboriginal electors on reserves. In some cases, for example, electors could produce no identification other than the voter information card (VIC) issued by Elections Canada. As a result, the agency carried out an analysis to determine the feasibility of adding the VIC to the list of authorized identification as proof of address.

In the short term, we have decided to add the VIC to the list of authorized identification for the specific groups mentioned above, testing it in a by-election in fall 2010 and in a possible general election in spring 2011. In the longer term, we will work with stakeholders to identify and resolve concerns about the reliability and deliverability of the VIC, with a view to adding it to the list of authorized identification for all electors.

E-registration – The 2009–2010 *Report on Plans and Priorities* set a goal of implementing on-line registration by October 2010. Implementation has now been delayed to fall 2011 to avoid overextending our existing IT capacity and thereby jeopardizing the sustainability of this project and other related initiatives. During the reporting period, the agency conducted reviews of legal and privacy issues, and made decisions on these matters. It also completed the project's functional design and technical architecture, and began executing an action plan to engage stakeholders.

Targeted accessibility – Accessibility is a strategic objective of the agency's *Strategic Plan 2008–2013.* In the past year, Elections Canada reviewed the number of advance polling districts. The aim was to better balance elector loads in urban districts and increase advance polls in rural districts, thereby bringing services closer to more remote communities. This innovation was in place for the November 2009 by-elections. However, a post-event analysis found insufficient data to determine whether the initiative had translated into higher voter turnout at the advance polls. We will monitor the effect of this initiative in future electoral events.

Special Voting Rules System Redevelopment Project – During the reporting period, the agency continued to advance this project. It will provide a single, modernized, integrated system, ensuring better ongoing support, more reliable data, increased administrative efficiency and the capacity to handle a higher volume of elector requests. The SVRS will be fully operational in March 2011 and will be used in subsequent electoral events.

Revision of advance polling districts and polling division boundaries – To respond to population shifts, returning officers completed a revision of advance polling districts in urban and rural regions as well as a revision of polling division boundaries. The new geography has been validated with local political entities in each riding, who were also consulted. As a result of this exercise, the number of advance polling districts increased from 4,049 to 4,699, an increase of 16.1 percent. The number of polling divisions increased from 62,260 to 64,386, representing an increase of 3.4 percent. Revised geographic products and voters lists reflecting these changes will be available for the next general election.

National Register of Electors – In 2009–2010, Elections Canada pursued initiatives to improve the quality of the National Register of Electors and decrease the need for registration activities during elections. We introduced enhancements to geocoding (a process that automatically links an elector to a polling division and electoral district based on his or her address) to better ensure that electors are placed on the correct list of electors. We also conducted outreach activities to further improve Register quality – for example, by contacting electors for whom we did not have an active administrative data source. As of March 31, 2010, some 93 percent (versus a target of 92 percent) of eligible electors were included in the Register, and approximately 84 percent (versus a target of 80 percent) were listed at the correct address.

Development program for returning officers – This project was launched on schedule. A project charter was completed during the reporting period, and the business requirements definition phase is now under way. The project aims to align training objectives and content with the key competencies and responsibilities of returning officers, offer a wider range of learning opportunities and develop a community of practice.

Lessons Learned

H1N1 pandemic plan – The agency's pandemic plan was implemented during the four by-elections held on November 9, 2009, and was well received by the public and our field staff. As a result, the outbreak did not seem to have an impact on voter turnout, which was at the usual level for by-elections.

Court cases – The case of *James Peter Hughes v. Elections Canada* showed that Elections Canada needs a mechanism for achieving an earlier resolution of complaints. It also showed that the agency needs to continuously review its information on polling sites, including their accessibility in general and specifically on polling days.

Special Voting Rules System Redevelopment Project – Strong engagement on the part of internal and external stakeholders has supported the successful development of the system. However, we have identified opportunities to reinforce our internal governance practices and structure for IT-based projects, and these will be considered as we undertake new multi-year projects.

National Register of Electors – In spring 2009, a cost-benefit analysis was conducted to examine using the 2011 Census as another data source for the National Register of Electors. It was determined that the census would *not* be a cost-effective data source when measured against the sources already used, which include provincial and territorial drivers' licence and vital statistics information, the Canada Revenue Agency, Citizenship and Immigration Canada and several provincial electoral sources.

Key Program 3: Public Education and Information, and Support for Stakeholders

Key Program Summary

This key program aims to inform and educate electors and specific groups about the federal electoral process and events as well as to inform Canadians of major changes to the electoral process. This program also helps Elections Canada evaluate its key activities by developing qualitative and quantitative research to assess its performance in delivering electoral events. Under this key program, the agency provides both parliamentarians and political parties with advice and technical support, and it coordinates information exchanges with similar agencies in other countries.

2009–2010 Financial Resources ($ thousands)			2009–2010 Human Resources (FTEs)		
Planned Spending	Total Authorities	Actual Spending	Planned	Actual	Difference
10,628	6,012	5,670	44	44	-

Expected Results:

- Electors become aware of their right to vote, key dates in the election calendar, and voting rules and procedures
- Groups most likely to experience difficulties in exercising their democratic rights are engaged in electoral processes and initiatives relevant to them
- Channels of communication with parliamentarians and political parties are improved

Performance Indicator	Results Achieved
Public awareness and understanding of Elections Canada's public education and information campaign	Elections Canada surveyed electors in the four ridings where by-elections were held on November 9, 2009. The survey found that almost all eligible voters (97%) were aware of the by-election taking place in their riding. Most cited the voter information card as their source of awareness. Other main sources were the householder (reminder brochure) received from Elections Canada and newspapers. Radio ads had comparatively little impact. Given the limited nature of the survey, it is premature to draw firm conclusions from these findings.
Timely dissemination of information on the conduct of an election to Canadians, political parties and Parliament	For the November 9, 2009, by-elections, the agency mounted a public information campaign composed of five elements: VICs, householders, advertisements in newspapers and on radio, and Internet banners. During the election, the agency sent information kits to local associations representing target populations such as youth, Aboriginal electors, ethnocultural communities and special needs groups. Requests for additional information were completed on the day they were received. The Chief Electoral Officer submitted his report on the by-elections to Parliament on March 31, 2010, within the statutory time frame.

Expected Results:	
– Electors become aware of their right to vote, key dates in the election calendar, and voting rules and procedures – Groups most likely to experience difficulties in exercising their democratic rights are engaged in electoral processes and initiatives relevant to them – Channels of communication with parliamentarians and political parties are improved	
Performance Indicator	**Results Achieved**
Satisfaction level of parliamentarians and political parties regarding the quality of advice and technical support provided by Elections Canada	Not measured in 2009–2010.

Benefits for Canadians

This program informs Canadians about exercising their democratic rights; it also educates them about the benefits of doing so and about the electoral process itself. In 2009–2010, the program achieved its outcome by informing electors in four electoral districts about the November 2009 by-elections occurring in those districts and about how, when and where to vote. A survey found that high proportions of electors were aware of the by-elections and how they could participate. The agency also provided information as required to parliamentarians and political parties.

Performance Analysis

Communications Evaluation Framework – The agency finalized the development of a framework for evaluating communications activities. This framework was tested during the November 9, 2009, by-elections and was revised according to the findings. The framework has been integrated into the agency's Corporate Evaluation Framework and will be used to provide input for future post-election evaluation reports.

Corporate research – The agency conducted surveys of electors, candidates and election officers after the October 2008 general election and a survey of electors after the November 2009 by-elections. These surveys are available on our Web site at www.elections.ca/content.aspx?section=res&dir=rec/eval&document=index&lang=e. We then developed a Corporate Research Framework, for implementation in 2010–2011. The framework will provide a coherent research strategy, offer timely results through proactive research, derive the greatest benefit from stakeholder knowledge and raise the standard for quality of research.

Youth engagement (research) – Elections Canada undertook a number of initiatives to research the engagement of young Canadians in the electoral process.

- In April 2009, we published "Youth Electoral Engagement in Canada" (www.elections.ca/content.aspx?section=res&dir=rec/part/youeng&document=index&lang=e), a study that improves our understanding of youth electoral participation and identifies gaps in current knowledge.

- Youth participation was one of the topics examined at a one-day conference on electoral participation, held in September 2009 at the University of Toronto and hosted jointly by Elections Canada and the Comparative Study of Electoral Systems.
- During the Canadian Community for Dialogue and Deliberation conference in Toronto in October 2009, the agency hosted a dialogue session with youth on democratic and electoral participation.
- In March 2010, we held focus groups in five cities to examine barriers to post-secondary student voting. The final report, issued in June 2010, will help guide the development of future communication materials and approaches directed at students.

Youth engagement (partnerships) – At the federal level, Elections Canada played an active role in the Civics Sub-committee of the Interdepartmental Committee of Canadian Studies Resources. Key activities included providing support for the Youth and Democracy Dialogue Session, hosted by the Library of Parliament in September 2009, and leading the development of an "asset map" to identify and describe the mandates, programs and activities of federal partners working in the field of civic engagement and civic education. With five provincial electoral partners, the agency participated in a working group on civic engagement, which discussed current work and identified areas for collaboration.

Youth engagement (work with stakeholders) – Elections Canada commissioned Student Vote to conduct a parallel election project in schools during the next general election. The aim is to increase students' knowledge of the electoral process and help instill in them a habit of voting. The agency commissioned an independent evaluation of outcomes of the Student Vote projects it funded in the 2004, 2006 and 2008 general elections; the report was submitted in July 2010.

Engagement of political parties – In the reporting period, Elections Canada continued the process of renewing the Advisory Committee of Political Parties (ACPP). In consultation with the ACPP, we reviewed its role, with the objective of creating a more coherent and transparent model and placing greater emphasis on consultation and engagement. We then drafted the terms of reference for the revamped committee. Elections Canada now has an enhanced ability to engage committee members in various programs and activities, and the ACPP has begun to take advantage of this new framework by engaging in the on-line registration project and recommendations to Parliament for legislative change.

Recommendations report to Parliament – As required under the *Canada Elections Act*, on June 7, 2010, the Chief Electoral Officer submitted this report to the Speaker of the House of Commons. Entitled *Responding to Changing Needs: Recommendations from the Chief Electoral Officer of Canada Following the 40th General Election* (www.elections.ca/content.aspx?section=res&dir=rep/off/r40&document=index &lang=e), the report reflects the experience gained during the January 2006 and October 2008 general elections, although much of the work of preparing it took place in 2009–2010. The report describes issues relating to the electoral process, political

financing and governance, as well as technical or more minor matters. The legislative changes it proposes promote an efficient electoral process that is responsive to societal changes while continuing to foster accessibility, integrity and public trust.

Lessons Learned

Communications Evaluation Framework – The November 2009 by-elections gave Elections Canada an opportunity to test the objectives, costs and performance of its advertising campaign. The sample was too small to allow us to draw firm conclusions and formulate recommendations for future media strategies; nevertheless, the findings allowed us to refine the overall evaluation framework.

Youth engagement – In the past, Student Vote projects began after the issue of the writs for a general election. Assessments suggest that completing some of the project work in advance of an election call would increase program registration and improve outcomes. Elections Canada is working with Student Vote to complete key pre-writ activities.

Engagement of political parties – Elections Canada will continue to move forward with the renewal of the ACPP. We will conduct quality assurance initiatives to validate the relevance of the information provided to committee members and look at committee members' experiences with participating in working groups and feedback sessions.

Key Program 4: Electoral Boundaries Redistribution

Key Program Summary

This program is initiated after each decennial (10-year) census. Federal electoral boundaries and representation in the House of Commons are readjusted to reflect changes and movements in Canada's population. Readjustment of federal electoral boundaries is carried out by independent commissions in each province, with the support of Elections Canada. The next redistribution will start once we receive the returns from the 2011 Census.

2009–2010 Financial Resources ($ thousands)			2009–2010 Human Resources (FTEs)		
Planned Spending	Total Authorities	Actual Spending	Planned	Actual	Difference
-	91	91	-	-	-

Expected Result: Efficient and non-partisan administration of the *Electoral Boundaries Readjustment Act*	
Performance Indicator	**Results Achieved**
Support services provided by Elections Canada are appropriate and allow for the effective and timely conduct of redistribution activities	Not applicable in 2009–2010.

Benefits for Canadians

This program ensures that the representation of Canadians in the House of Commons is fair and equitable, relative to the population density within Canada's federal electoral boundaries. In 2009–2010, the program achieved its outcome by carrying out preparatory activities that will support the official planning for redistribution, scheduled to begin in 2010–2011. These activities will help facilitate efficient, non-partisan administration of the *Electoral Boundaries Readjustment Act.*

Performance Analysis

Elections Canada began to assess and develop the tools (including computer applications) required to support the process of readjusting the federal electoral boundaries. It completed the first phase of developing the Commission Redistricting Tool, the Data and Mapping Tool, and the Public Web Tool. High-quality redistribution tools will facilitate the effective and timely delineation of new electoral boundaries.

The agency developed a management framework for this readjustment project and presented it to senior management. This is a key document for engaging all Elections Canada stakeholders in planning and delivering the project. It includes a high-level, multi-year plan and was used to plan the structure and staffing of the agency's new Electoral Boundary Redistribution Division, which will be established in 2010–2011 to manage the project.

Internal Services

Key Program Summary

Elections Canada's internal services groups support the agency in fulfilling its mandate. These groups provide services such as human resources modernization, performance management, legal services, internal audit, financial and human resources management, and IT.

2009–2010 Financial Resources ($ thousands)			2009–2010 Human Resources (FTEs)		
Planned Spending	Total Authorities	Actual Spending	Planned	Actual	Difference*
25,225	42,987	41,447	83	119	36

*The difference in FTEs between Planned and Actual is a result of displaying resources for internal services separately as of the 2009–2010 Estimates cycle. The current PAA is under review, and a new PAA should be in place for fiscal year 2011–2012.

Performance Analysis

Information Technology – In 2009–2010, the agency began moving its existing data centre from its own premises to a facility provided by Public Works and Government Services Canada. This move is necessary to ensure that Elections Canada has a robust, expandable and secure data centre, able to meet future requirements for growth and availability as we offer enhanced electronic services to voters. The relocation was substantially completed, with 95 percent of all IT systems now housed in the new facility. The result has been a significant decrease in outages.

We have also renewed core technologies such as servers, data storage and databases, leading to a notable improvement in the performance of business systems. We made progress toward renewing field applications and centralizing elector data; when completed, these measures will address concerns raised by the Auditor General of Canada in 2005. They will also enable us to offer new services to electors, such as e-registration.

Development program for Elections Canada managers and staff – In the reporting period, the agency implemented a corporate learning function. This was designed to guide the development of an integrated and modular training, coaching and mentoring program for Elections Canada managers and to put a framework in place for employee training and development.

Elections Canada's Human Resources Strategy aims to enable the agency to respond to external demands and deliver on its long-term direction, as described in the strategic plan. In 2009–2010, we launched an orientation program for new employees as well as our Leadership Assignment Program to ensure adequate succession for senior management positions.

Performance Management Framework – In the reporting period, we revised Elections Canada's PAA to better reflect the agency's program structure. As part of the review process, the agency was required to develop and submit a Performance Management Framework to the Treasury Board Secretariat. The agency will continue to make incremental progress toward corporate performance management in 2010–2011.

Report on the evaluations of the 40th general election – In June 2009, the Chief Electoral Officer submitted to the House of Commons Standing Committee on Procedure and House Affairs an integrated evaluation report on the 40th general election (www.elections.ca/content.aspx?section=res&dir=rec/eval/40eval&document=index&lang=e). This is the first such report that Elections Canada has produced, and it discusses the key findings of various evaluations of the 2008 election. These evaluations assessed Elections Canada's performance in conducting the election, measured the impact of recent changes to the processes and procedures involved in conducting an election and identified opportunities for improvement. The findings helped us prepare our recommendations report and make required administrative changes. On the basis of this work, the agency has begun preparing the evaluation framework for the next general election.

Internal audit – The internal audit function is a key component of Elections Canada's management framework. In 2009–2010, we worked to achieve compliance with Treasury Board policy, as adapted to maintain the independence of an officer of Parliament, and continued our effort to build and maintain our internal audit capacity. In addition, audit activities have been aligned with agency priorities, such as IT renewal and inventory control.

A-base review – In 2009–2010, Elections Canada completed an internal review to assess whether it had the necessary financial and human resources to deliver on its mandate over the next five years. The report confirmed the existence of funding gaps and made recommendations on funding levels. It also recommended ways to improve program efficiency and address funding pressure. The agency has begun reviewing the recommendations to be addressed in 2010–2011.

Section III – Supplementary Information

Financial Highlights

The financial highlights presented in this *Departmental Performance Report* are intended to serve as a general overview of Elections Canada's financial position and operations. More detailed financial statements can be found on the Elections Canada Web site at www.elections.ca/content.aspx?section=res&dir=rep/est/dpr2010&document=financial&lang=e.

($ thousands)	2010	2009	% Change
At End of Year (March 31)			
Condensed Statement of Financial Position			
Total Assets	47,553	96,033	(50%)
Total Liabilities	22,330	72,799	(69%)
Total Equity	25,223	23,234	9%
For the Year Ending March 31			
Condensed Statement of Financial Operations			
Total Expenses	143,544	359,526	(60%)
Total Revenues	(72)	(5)	1340%
NET COST OF OPERATIONS	143,472	359,521	(60%)

The variances between 2010 and 2009 are mainly a result of spending related to the 40th general election, which was held in October 2008.

List of Tables

All Supplementary Information tables found in the 2009-2010 Departmental Performance Report can be found on the Treasury Board of Canada Web site at www.tbs-sct.gc.ca/dpr-rmr/2009-2010/index-eng.asp.

- Details of Transfer Payment Programs (TPPs)
- Internal Audits and Evaluations

Other Items of Interest

2009–2010 Report on Plans and Priorities

A copy of Elections Canada's *2009–2010 Report on Plans and Priorities* can be found on the Treasury Board of Canada Web site at www.tbs-sct.gc.ca/rpp/2009-2010/inst/ceo/ceo00-eng.asp.

Strategic Plan 2008–2013

A copy of the *Strategic Plan 2008–2013* can be downloaded from the Elections Canada Web site at www.elections.ca/content.aspx?section=abo&dir=stra&document=index&lang=e.

New Legislation

An analysis of proposed amendments to electoral legislation with a potential impact on our business can be found on the Elections Canada Web site at www.elections.ca/content.aspx?section=res&dir=rep/est/dpr2010&document=legislation&lang=e.

Judicial Decisions and Proceedings

An analysis of judicial decisions and proceedings that may affect electoral legislation can be found on the Elections Canada Web site at www.elections.ca/content.aspx?section=res&dir=rep/est/dpr2010&document=proceedings&lang=e.

Federal Political Contributions and Estimated Tax Credits Claimed

The table on federal political contributions and estimated tax credits claimed can be found on the Elections Canada Web site at www.elections.ca/content.aspx?section=res&dir=rep/est/dpr2010&document=contributions&lang=e.

Contacts for Further Information

Address
Elections Canada
257 Slater Street
Ottawa, Ontario
K1A 0M6

Telephone
1-800-463-6868
toll-free in Canada and the United States

001-800-514-6868
toll-free in Mexico

613-993-2975
from anywhere in the world

For people who are deaf or hard of hearing:
TTY 1-800-361-8935
toll-free in Canada and the United States

Fax
613-954-8584
1-888-524-1444
toll-free in Canada and the United States

Web site
www.elections.ca

Media Information

Telephone
1-877-877-9515
613-993-2224
TTY 1-800-361-8935

Fax
613-954-8584